

REPORT TO THE COMMUNITY:

Accomplishments from Rosewood's Adopted Plan with
Strategies for Moving Forward



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TABLE OF CONTENTS

- I. Introduction
 - Background
 - Plan Goals and Recommendations
- II. Accomplishments from Adopted Plan (1994)
 - Budget, Expenses and Value Added
 - Matrix of Goals and Accomplishments
- III. Conditions: Past & Present
 - Neighborhood Boundaries
 - Land Uses
 - Housing Conditions
 - Homeownership Patterns
 - Housing Values
 - Zoning
 - Population Characteristics
 - Transportation Issues
 - Accessibility
 - Infrastructure
- IV. Neighborhood Strategies for Moving Forward
- V. Appendix

Purpose of this Report

It has been ten years since the Rosewood Plan was adopted by the Greensboro City Council. This Report to the Community informs readers of the goals and recommendations that were accomplished in the preceding 10 years. It also updates conditions outlined in the plan with their current status and examines conditions that could be affecting the neighborhood's homeownership patterns such as housing size and age. Lastly this report offers strategies for moving forward.

I. Introduction

Background. In June of 1992, two officers from the Community Oriented Policing (COP) contacted staff in Housing & Community Development. They were concerned about the Rosewood neighborhood's conditions and wanted to know what if anything could be done. As a result of that meeting, staff investigated the neighborhood for possible inclusion in the City's Community Development Block Grant (CDBG) program for FY 1993-1994. In July 1993 the Rosewood neighborhood was designated as a CDBG Target Area. With this designation, the City was empowered to use CDBG funds it receives each year to accomplish a variety of activities toward neighborhood revitalization and stabilization. In 1994, after lengthy research and a public input process, the Rosewood Neighborhood plan was formally adopted by City Council.

Many steps have taken place since the plan's adoption. For a time frame and milestones list, please see the appendix.

Plan Goals and Recommendations. In addition to documenting current conditions, Rosewood's plan offered five goals for the neighborhood, which were as follows.

1. Reverse declining housing conditions.
2. Protect neighborhood from any further intrusion of non-residential land uses.
3. Provide and encourage single-family homeownership opportunities.
4. Encourage the allocation of City resources to ensure public infrastructure items such as streets, storm sewer, and street lighting are of the condition that encourages neighborhood quality.
5. Develop a small public park in the heart of the neighborhood.

In addition to the five goals, the plan offered a series of recommendations for future activities in the neighborhood.

II. Accomplishments






Budget, Expenses, and Value Added

Since 1994, over \$1.1 million has been spent on revitalization activities in Rosewood. Nearly two-thirds (64%) of these costs (approximately \$711,000) were spent on acquisition of substandard housing units & property. Disposition, Relocation, and Property Management pertaining to those properties accounted for 31% of expenditures (\$339,827), while demolition activities accounted for \$47,323 (nearly 4%). Consultants, Tools, Miscellaneous expenses accounted for just over \$16,000 (nearly 1.4% of total expenditures).

While much as been spent in Rosewood, solely examining the budget and expenses does not capture value returned to the neighborhood resulting from other investment. For example, the new infill housing constructed along Gatewood Avenue added hundreds of thousands of dollars to the tax base and more. Those eight duplexes along the northern side of Gatewood were demolished in the fall of 2000. Prior to demolition, their tax value totaled \$269,100. The resulting vacant lots were valued at \$108,000.



In the Spring of 2003, eight new single-family homeowner-occupied homes were built (see photos left). Collectively their value is worth over \$1 million. Most importantly, the improved housing conditions and rates of homeownership have stabilized the neighborhood and created a sense of civic pride.

Rosewood Neighborhood Plan	HOUSING	LAND USE	HOMEOWNERSHIP	FACILITIES	OPEN SPACE
					
Goals	Reverse declining housing conditions	Protect neighborhood from any further intrusion of non-residential land uses	Provide and encourage single-family homeownership opportunities	Encourage allocation of City resources to ensure public infrastructure items such as streets, storm water, and street lighting are of the condition that encourages neighborhood quality	Develop a small public park in the heart of the neighborhood
Accomplishments	<ul style="list-style-type: none"> Removed 22 buildings (41 units) 14 houses rehabilitated 3 single family houses acquired and demolished <p>NOTE: 15 buildings (27 units) made room for new infill housing (locations of the 27 units are below)</p>	<ul style="list-style-type: none"> 0 new non-residential land uses were created; no new re-zoning requests were approved 	<ul style="list-style-type: none"> 15 lots made available for new single family construction 12 new single family homes were constructed 3 vacant lots awaiting development 14 Houses Rehabilitated 3 Second Mortgage Loans 4 Affordable Home Loans 	<ul style="list-style-type: none"> 20 street lights installed 430 linear feet of curb & gutter added Ditch piped Storm water pipes realigned 	<ul style="list-style-type: none"> 14 units (7 buildings) were removed to make room for the park. Neighborhood residents were involved in park planning process from beginning Partnership with NC A&T Park has unique features including tricycle loop and signage in four languages.
Locations	<ul style="list-style-type: none"> 8 duplexes on Gatewood Ave. 1 duplex on Westside Dr. 3 duplexes west of the park 2 single-family houses on Gatewood 1 single-family house on Mayfair. 	Staff worked to ensure that conditions on land zoned as Conditional-Use were met. In the case of The Oaks Motel, staff made sure that the motel planted a landscaping strip as required by the conditional ordinance.	<p>Locations of new <u>construction</u></p> <ul style="list-style-type: none"> 10 houses on Gatewood Ave. 2 houses on Mayfair Ave. <p>Rehab and other loans were made throughout the neighborhood.</p>	<ul style="list-style-type: none"> Streetlights were installed throughout Curb & gutter, and other storm water-related activities occurred on the park property. 	The Rosewood neighborhood park is located in the heart of Rosewood, between Meadow and Mayfair Streets at the intersection of Westside Drive.

III. Conditions: Past & Present

Neighborhood Boundaries. Boundaries of the neighborhood have not changed since the adoption of the neighborhood plan; they remain Summit Avenue to the west, Wendover Avenue to the south, and Highway 29 to the east.

Land Uses. Land use has changed modestly since the adoption of the neighborhood plan. In 1994 as with today, the majority of the neighborhood is comprised of single-family housing. Various land uses continue to exist along the periphery of the neighborhood including offices, commercial, retail, light industrial and multifamily which have stayed the same over the past 10 years. One of the biggest changes in land use occurred with the removal of nonconforming duplex units along Gatewood Avenue. In their place are new single-family houses completed in June of 2003 (see photos below).

Land Use Change along Gatewood Avenue



Nonconforming duplex units fall, 2000



New single family housing, spring, 2003

The other major change in land use occurred with the removal of nonconforming duplex units along Mayfair and Meadow Streets. For more than four years, the property where the park would be built faced legal challenges. Eventually the seven substandard duplexes on the site were condemned and ultimately razed in the spring of 2000. The resulting vacant lots are now home to the neighborhood's park (see photos at bottom of page). Removing these pockets of nonconforming duplex units helped stabilize the neighborhood's land uses, and eliminated two large enclaves of substandard housing.

Land Use Change along Mayfair & Meadow Street



February 2000 (aerial photo)



November 2003

Housing Conditions. The housing stock in Rosewood is varied and spans nearly three-quarters of a century between construction dates. The earliest mill houses were built in the 1920s. Many new Post WW II cottages were constructed in the 1940s. One-story ranches were built in the 1950s. There is new present-day infill as well. For this reason and others, there is a wide variety of housing conditions present in Rosewood. Below are examples of the many different types and styles of housing found in the neighborhood.



Housing condition surveys taken in 1993 and again in 2003 indicate major improvement over the last 10 years to Rosewood's housing stock with remarkable progress in each survey category. Most housing in Rosewood is currently standard or has only minor deficiencies. This is a major improvement in conditions since the original survey was taken. Table 1 below summarizes results from the 1993 and the 2003 surveys.

TABLE 1: HOUSING CONDITIONS SURVEY	1993	2003	Difference
Standard – no visible deficiencies	137	195	58 more
Minor Deficiencies – Structural Conditions (which are correctable through minor maintenance. Foundation must be level and plumb)	149	91	58 fewer
Major Deficiencies – Structural Conditions (requires major repairs such as cracking of structural material where there is evidence of settling and separation of portions of the foundation)	41	6	35 fewer
Severe Deficiencies – Structurally Questionable (the integrity of the basic structure is in question)	3	1	2 fewer

There are small enclaves where improvements could be made along Lindsay Street, Woodside Drive, Mayfair Avenue, and Gatewood Avenue. Housing conditions in Rosewood will improve with adoption the International Property Maintenance Code, which requires a Certificate of Occupancy for all rental units (both vacant and occupied) beginning January 1, 2004. Because more than half of Rosewood is comprised of rental units, this new code is anticipated to have a powerful impact on rental homes in the neighborhood.

Homeownership Patterns. One of the primary goals of the plan was to encourage single-family homeownership opportunities in the neighborhood; however the rates of homeownership in Rosewood decreased in the past decade. As Table 2 below indicates, the homeownership rate was 51% in 1993, and today that rate is approximately 43%.

Table 2: Homeownership Patterns	1990	2000	Difference
Rosewood Homeownership Rate	51%	43%	- 8%
City of Greensboro Homeownership Rate	54%	53.7%	-0.3%

By comparison, during the same time period, the City of Greensboro also experienced a dip in the homeownership rate. In 1990, the ownership rate for the City was 54% and in 2000 it was 53.7%. This 0.3% decrease could be a reflection of the local and regional economies, which have all suffered

because of mill and plant closings in recent years. Yet in Rosewood, the decline in homeownership is especially surprising because there were many more duplex and nonconforming apartment houses in Rosewood in 1993 which have since been demolished. With fewer duplexes available to rent, one might have expected the rate of homeownership in the neighborhood to increase, but this did not happen. Declining rates of homeownership may be attributed to a number of different factors, which are as follows.

- **Aging Population.** As people have retired, died, or moved away, the remaining property is often sold to absentee landlords.
- **Market Demand for Housing Stock.** In Rosewood most of the houses are substantially less than 1,000 heated square feet, whereas the city's average home size is 1,866 heated square feet. Rosewood's housing stock is old--nearly 34% of the housing stock in Rosewood is 50 years of age or older. By contrast only 13% of the city's stock is that old. It appears ownership demand for small post-WW II homes is not as strong as in the past.
- **Changing Demographics.** The neighborhood's rapidly changing demographics could be another possible factor. Housing in Rosewood (which is older and smaller than most areas of the city) is often rented to new immigrants. According to census figures, many more immigrants rent than own, and because the neighborhood is now comprised of more immigrants than ever before, this trend might also help to explain higher rates of rentals.

Housing Values. Housing values increased over the past decade in Rosewood. The 1990 census indicates nearly two-thirds (65%) of the units in Rosewood were valued at \$49,999 or less in 1990 and 35% were valued between \$50,000 and \$74,999. By contrast, according to 2000 census figures, 25% of the units in Rosewood were valued at \$49,999 or less; 63% were valued between \$50,000 and \$69,999; 11.8% of houses were valued between \$75,000- \$89,999. There are no houses in Rosewood valued at more than \$90,000.

Zoning. The zoning in Rosewood has not changed since the adoption of the neighborhood plan. There continues to be a variety of zoning in the neighborhood, including single-family, office, business, and industrial. Table 3 below lists the types of zoning and the number of lots and acreage associated with each. For a graphic representation of zoning locations, please see appendix for Current Zoning Map.

Table 3: Types of Zoning Present in Rosewood

<u>2003 Zoning</u>	<u>Acres</u>	<u># Lots</u>
Limited Office (LO)	2.730	7
Conditional Use General Business (CU-GB)	5.12	1
Light Industrial (LI)	3.80	4
General Business (GB)	5.50	6
Residential Multifamily (RM-18)	0.45	1
Residential Single Family (RS-7)	78.25	331
TOTAL ZONING DISTRICTS: 6	95.850	350

Population Characteristics. Rosewood's population has increased significantly since the 1990 census. To underscore the dramatic change that Rosewood has experienced, the following population characteristics are discussed: total population, male/female as a percentage of total population, Latino heritage group, racial composition and breakouts.

Total Population

Over the past 10 years, Rosewood has experienced a dynamic growth rate of 32.9%; by contrast the city has also grown at a modest but respectable rate of 21.7%.

Table 4: Total Population

	1990	2000	Change	Growth Rate
Rosewood	708	941	+ 233	+32.9%
City of Greensboro	183,894	223,891	39,997	+21.7%

What is noteworthy about Rosewood's increased population is that only three new dwelling units were constructed in Rosewood between 1990 and 2000. By contrast, the City has had thousands of new dwelling units constructed in that 10-year period. Moreover, the boundaries for Rosewood have not changed whereas the City's boundaries have expanded tremendously due to vigorous annexation. Housing activity increased in 2002 and 2003 with the construction of nine new infill houses (eight built on Gatewood Avenue, and one at Mayfair & Westside Streets).

Male/Female as a Percentage of Total Population

In 1990 females outnumbered males by 3% in Rosewood. Today the male and female ratio as a percentage of the total population are equal; however males outnumber females in cohorts 25-39. This is could be due to the large influx of Latino males living in Rosewood. For more discussion, please see the Age-Gender Breakouts discussion on the next page.

Table 5: Rosewood's Racial Composition as a Percentage of Total Population*

	1990	% Pop	2000	% Pop	Change	Growth Rate
White	460	65%	300	32%	-160	-35%
Non-White*	248	35%	638	68%	+390	+157%

*NOTE: To arrive at this figure, totals for non-white persons were collapsed in order to make trend analysis between the 1990 and 2000 census possible.

Table 6: Breakouts of Race in Rosewood – 2000 Census

Racial Category	% of Total
White alone	32
Black or African American alone	42
American Indian and Alaska Native alone	0.6
Asian alone	16
Native Hawaiian/Other Pacific Islander alone	0
Some Other Race alone	7.3
Two or More Races	1.7

Latino Heritage Group

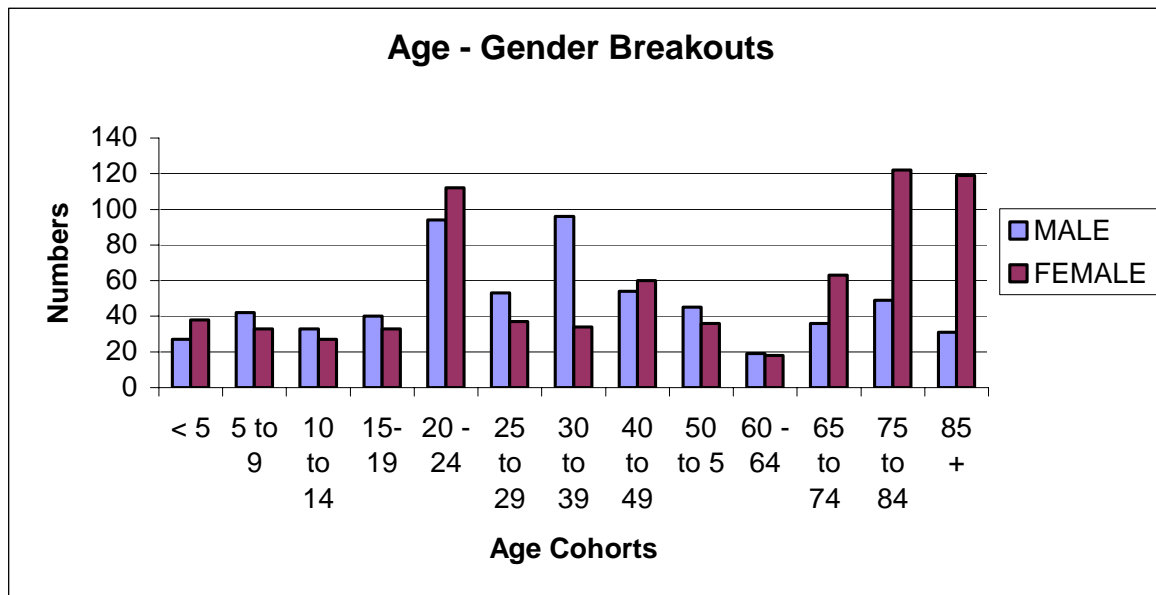
Evidence of the rapidly expanding Latino population, including stores that sell exclusively Latino products and Latino media outlets such as radio stations and newspapers, can be seen in every zip code in the city.

Table 7: Latino Heritage Groups

	1990	2000	Change	Growth Rate
Rosewood	16	157	+141	881%
City of Greensboro	1,765	2,513	+748	42%

As with other neighborhoods in the City, Rosewood has seen a large increase in the number of persons from a Latino heritage. More than 100 Latinos have moved into Rosewood over the past 10 years, compared to more than 2,500 for the City as a whole. In fact, according to the 2000 census figures, approximately 6% of the City's Latino population resides in the Rosewood neighborhood.

Age-Gender Breakouts. According to the 2000 census, men outnumber women in between ages 5-19. Men also outnumber women ages 25-39. The table below shows 2000 census data with two noticeable spikes in female population, for ages 20-24, and more predictably for ages 65-85+.



Transportation Issues. Rosewood is completely surrounded by four-lane highways. This fact is an opportunity and a challenge for the neighborhood. Easy access to Wendover Avenue (Business 70), Highway 29, and downtown make its location prime. Yet because large highways surround the neighborhood, pedestrian and non-motorized vehicular movement in and out of the neighborhood can be difficult and at times dangerous.

One issue that negatively affects Rosewood is the multiple connections to Highway 29. For a neighborhood of its size, Rosewood carries a heavy burden with three connections along a half-mile stretch of roadway (see map next page). Complaints have been made about speeding vehicles that use Rosewood as a cut through to Highway 29. HCD staff asked GDOT staff to investigate the possibility of closing connections to Highway 29 at Gatewood Avenue and Woodside Drive because both are local streets not intended to carry vehicles to major thoroughfares. GDOT staff were preparing to undertake a study of Highway 29.

In the fall of 2003 RSH Consultants was retained to conduct a Safety Study of the Highway 29 Corridor. The study examined numerous aspects of Highway 29 including neighborhood access points and ramps. Recommendations from that study suggest closing all three access points affecting Rosewood (Textile, Gatewood, and Woodside).

City Council seemed receptive to the study's recommendations and will vote to accept the recommendations probably in the summer of 2004. If council accepts the recommendations, the study recommends a three-phase closure schedule. It is anticipated Rosewood will fall in Phase II or III, which will take a few years to implement. Nonetheless, this study and its recommendations have focused attention on Rosewood's transportation issues and seem to be a positive step toward controlling the cut through traffic, as well as noise and vehicle speeds that are generated in the neighborhood.



Accessibility. For residents of Rosewood accessibility is awkward based on a number of interrelated issues. As previously mentioned, the neighborhood is completely surrounded by major highways, which limits mobility and simultaneously is related to existing problems such as complaints about cut-through traffic and high rates of vehicle speed. These issues in turn limit non-vehicular movement in the neighborhood, as does the lack of internal sidewalks. Because there are no internal sidewalks, pedestrian movement within the neighborhood can be cumbersome and is limited to walking or riding a bicycle along ribbon pavement (or the gutters in places where they exist) or taking a personal vehicle. The only sidewalk that serves the neighborhood runs along Summit Avenue and connects to Northeast Shopping Center. No sidewalks connect areas north of Textile Drive to areas south of it. As a result of this lack of connectivity there is a well-worn footpath at the intersection of Homeland Avenue and Textile Drive (see photo above) between houses on Gatewood Avenue. This is where children and adults living north of Textile Drive walk to access the southern part of the neighborhood.

Rosewood is served by City bus service along the western perimeter but only south of Textile Drive. No service stops exist north of Textile, and there are no stops along Highway 29 or Wendover Avenue.

Infrastructure. Public and private utilities are present in Rosewood. Municipal water, sewer, and storm water services as well as cable, electric, telephone, and gas utilities serve the neighborhood. Along many streets municipal service lines exist along rear lot lines, a factor that speaks to the neighborhood's age. An inventory of municipal water and sewer pipes reveal that many are original terra cotta pipes constructed in the 1930s and 50s. Some of the sewer pipes have been slip lined, which improves drainage and is an inexpensive alternative to pipe replacement.

One of the most noticeable infrastructure needs concerns curb and gutter. More than half the neighborhood lacks curb and gutter. These parcels are easy to identify because of the severe soil erosion affecting them. Exposed tree roots, erosion of soil, low shoulders along driveways and sidewalks, and severe ponding after rainfall reveal the lack of curb and gutter in Rosewood. The City of Greensboro's current policy requires an assessment of \$23 per linear foot of frontage, a cost that is prohibitive for most residents living in the neighborhood.

IV. Neighborhood Strategies for Moving Forward

Since 1994, the City of Greensboro has collaborated with the Rosewood neighborhood by investing nearly \$1 million to achieve goals and recommendations outlined in the adopted plan. That plan has been implemented, and its success can be measured by the overall stability of the neighborhood. Yet additional work remains to be done that residents must now complete. By implementing the strategies

outlined on the following pages, Rosewood residents can proactively link future needs to the city departments able to fulfill them.

1. Understand City Government Processes and the Roles of Players

Residents of Rosewood are strongly encouraged to attend the City of Greensboro's Citizen's Academy. This class provides participants the opportunity to learn which departments provide what services, how projects are funded in the city, and can help clarify what role each citizen plays in the health and vitality of their neighborhood.

2. Monitor Land Use & Zoning

Monitor land uses and zoning, especially along the perimeter of the neighborhood. If land uses change, (for example, if a building used as a doctor's office is used for retail sales), this could involve a change in the property's zoning. Contact the Planning Department at 373-2144 and ask to speak with someone in zoning that can provide answers.

3. Monitor Housing Conditions

Observe conditions of houses, particularly along streets where enclaves of deficient housing currently exist, including: Lindsay Street, Woodside Drive, Mayfair Avenue, and Gatewood Avenue. If housing conditions start to decline, contact the Local Ordinance Enforcement Division and ask for someone to perform a minimum housing inspection on the home. Be sure to get the exact house address prior to calling 373-2155.

4. Improve Rates of Homeownership

Encourage renters to buy homes in Rosewood. Establish an information network so that when a house is listed for sale in the neighborhood it can be known to all, particularly interested renters who currently reside there. Get familiar with numerous city-funded programs and bank lending products exist (such as first-time homebuyer programs) that can help facilitate this effort.

5. Increase Rates of Participation at Neighborhood Association Meetings & Functions

Get to know neighbors. Translate flyers and signage into the languages spoken by all in the neighborhood. It has been suggested that many folks in the neighborhood work during the current neighborhood association meeting schedules. With this in mind, alternating days and times that the association meets might improve attendance. Also, with so many immigrants to the neighborhood, it might be beneficial to alternate meeting locations. This is because many immigrants have had bad experiences with the police in their countries of origin, so moving the neighborhood association meetings to a location other than the police substation might also help increase participation rates.

6. Monitor Current Infrastructure & Petition for Additional Infrastructure as Needed

Continue to monitor sewer and storm water pipes. When leaks or overflows occur, report them to the Water Resources Department 373-2055 and document efforts.

7. Accessibility & Transportation Issues

In prior neighborhood association meetings, residents complained about the lack of internal sidewalks connecting to the park, particularly along Meadow and Mayfair Streets connecting to Summit Avenue. To obtain sidewalks, petition the Department of Transportation 373-2322.

8. Park & Recreational Improvements

In the recent past, the neighborhood has complained about the lack of covered shelter available on the park property; concurrently residents have complained about the lack of meeting space within the neighborhood's boundaries. To meet both needs, the neighborhood could apply for a Neighborhood Project Program – Capital Improvements Program. A covered shelter on the park could be an eligible project and after researching the matter, the neighborhood could make a good argument for expenditure

of the funds. In the meantime, the neighborhood can work with the Department of Parks & Recreation in order to get added to the Parks Master Plan for additional improvements needed.

9. Address Environmental Concerns

Work with the Water Resources - Stormwater Division to address stream concerns. Encourage the neighborhood association to partner with a local business to Adopt-a-Stream. Call the Stormwater Division 373-2812 to organize a stream clean up via the Adopt a Stream program, get help reading water bills, report water pollution, and other services.

10. Finish the Guide Book

Several years ago the neighborhood association wrote a booklet to help those persons not accustomed to living in the United States get adjusted to life here. It included guidelines and expectations on lawn care, discouraging vehicles from being parked in yards, moving obtrusive satellite and radio antennas to the rear of homes, feeding household pets, proper fence maintenance, disposing of white appliances, the importance of removing garbage cans from curbs in a timely way, etc. The guidebook was a promising clarification to issues the neighborhood was facing at the time; but it was never finished. With so many different cultures now calling Rosewood home, the guidebook should be written in an appropriate and culturally sensitive manner, translated into the different languages spoken in the neighborhood, and distributed to residents.